options claim 800 numbers generally are recognized as a free means for contacting businesses, which understanding is diminished when non-traditional uses are also tied to the 800 SAC.

- consider several points. First and foremost, the 800 numbers that serve pagers and voice mail boxes generally are used for business and/or mixed business and personal purposes, which means that the suggested demarcation has no integrity. Second, callers of 800 numbers have grown accustomed to reaching pagers and voice mail boxes meaning that uses of this nature do peaceably co-exist with other business uses. Third, this proposal presumes that moving non-traditional users to the 888 SAC will cause little harm due to the shorter history of use and due to smaller usage volumes. 59/ Their assumption is incorrect.
- 28. Partitioning fails to meet the underlying objective of the Commission's proposal. The Commission's primary concern is to delay exhausting 800 numbers.

 Partitioning offers no immediate solution to this problem. Non-business users cannot be moved to the 888 SAC until it is opened. Once the new SAC is available, the

As PCIA points out, the underlying assumption that paging and other messaging services are low volume users is inaccurate. Comments of PCIA, p. 5; see also Comments of PageNet, p. 8-9.

^{20/} See Comments of Bass Pro, p. 7; MCI, p. 8.

immediate number shortage will be relieved and future problems will be unlikely as additional toll free SACs will already be planned for release. So, partitioning would only occur after the current number crisis is resolved. It makes no sense to discriminate against any categories of users at this point.

- 29. Indeed, all of these arguments are exactly the same as those raised time and time again in the context of new NPA's. The Commission has decided that requiring different NPA's for different users may be discriminatory. AirTouch Paging and Arch fail to understand the difference between the 800 SAC and any other NPA.
- 30. Partitioning also fails as a long term solution to business users. Even if non-traditional users were relegated to the new SAC, the 800 SAC would still eventually be exhausted, thus placing businesses in the position of having to use a different SAC regardless of what SAC non-businesses are using. The only difference will be that, in the interim, a category of non-business and personal users will have been singled out unfairly for disparate treatment. 11/
- 31. In sum, it would be unwise and unfair to take 800 numbers away from any isolated group of subscribers in

^{21/} See Comments of PCIA, 12-13.

deference to the requests of traditional business customers. Table 1 Rather than undermining the positive growth of 800 number usage in new market segments, Table 1 the industry would be better served by Commission rules which ensure that those who want and need toll free numbers can have them.

VII. Number Reservation Limitation Proposals Must be Rejected in Favor of Adopting the ICCF Guidelines

32. The Commission requested comments on proposals that place limits on the ability of individual organizations and the industry as a whole to secure toll free numbers. The proposals were categorized under topics discussing the need for pre-reservation periods, reservation caps, phased implementation of the new SAC, circuit breakers, limited Mechanized Generic Interface reservations, and changes to the SMS database design itself. When reviewing comments where parties chose to respond to these

^{72/} It should be noted that if a right of first refusal is granted while also partitioning users, the Commission would exacerbate the property rights problem. If the user has a property right, then is moving them to a new SAC due to partitioning akin to a taking? If the user has a right of first refusal, he may secure the reciprocal 888 number and use that to meet the partitioning requirement. Does this mean the user cannot also keep the 800 number or does the partition trump such that the user is moved to the 888 SAC before the right of first refusal attaches? Should the Commission adopt its partitioning and right of first refusal proposals against the advice of AirTouch Paging and Arch, the inter-relationship between the rules must be established.

See Comments of PCIA, p. 4.

topic areas, it is apparent that the solutions put forth in each comment area are similar. The proposals should, therefore, be reviewed together to eliminate redundancies and to ensure that only the optimal solution is implemented.

First, several commenters familiar with the structure and functioning of the SMS database noted that the system currently can handle 100,000 transactions per day. 24 One commenter suggested that, following the opening of the 888 SAC, system processing should be divided so that 65,000 transactions are allocated to reserving, assigning, and placing numbers in working status. 75/ remaining 35,000 should be used for suspensions, etc. 76/ These same commenters noted that the datalinks providing access to the system have limited capacity. To increase the number of transactions that can be handled per day would require a time consuming redesign of the system. datalinks are more easily added and allow a greater number of simultaneous users to access the system. They may also speed-up data processing through faster transmission. do not, however, affect the total number of transactions that can actually be completed daily. If the industry expects a greater number of daily transactions to be

See Comments of Ameritech, p. 19; Bell South, p. 9; NYNEX, p. 5.

 $[\]frac{75}{}$ See Comments of NYNEX, p. 5.

 $[\]frac{76}{}$ Id.

attempted, the industry must decide whether it will grow the system or will limit the number of transactions. As AirTouch Paging and Arch do not have access to projected transaction data, it is not clear which of the above choices is more feasible. It is preferable, however, that the number of transactions allowed per day not be limited.

- 34. The Commission's goal of ensuring that the supply of toll free numbers can fairly meet demand is a proper goal. The rules the Commission adopts from this proceeding to help meet this goal may differ for current versus future requirements. Near term allocation and transition measures should be focused on delaying depletion of numbers. Longer term plans should be aimed at optimizing number allocation so that only parties with a real intent to use the them are able to reserve, use, and suspend numbers. Both plans must also take into account that a party's ability to participate in the market varies based on its size and financial security. Keeping the above in mind, AirTouch Paging and Arch make the recommendations discussed below.
- 35. Many commenters support a pre-reservation period of 45 days before the 888 system is available. 277/
 This plan allows the industry to get a head-start on allocating 888 numbers. Numbers would not be placed in

See, e.g. Comments of ACTA, p. 14; Ameritech, p. 18; AT&T, p. 14; Bell Atlantic, p. 5; LDDS, p. 7; MCI, p. 13; NYNEX, p. 5-6; PageNet, p. 11.

working status before the official cut date, but the early start is thought to be a useful safety value to prevent overtaxing the SMS database as a result of the onslaught of orders sure to come when 888 numbers are actually made available. AirTouch Paging and Arch support this proposal.

Concerns were raised over the use of electronic access to the SMS database by large RespOrgs. 78/ The parties complained that the Mechanized Generic Interface ("MGI") allows RespOrgs to download a large quantity of numbers in a short period of time. As part of this download, the RespOrg also has the ability to secure blocks with highly desirable numbers. The RespOrgs counter by stating that all users have access to the MGI if they determine it is in their interest to invest in the software and hardware. 29/ Because there is no discrimination as to who can use the system, RespOrgs state its use should not be regulated. Other parties argue they either cannot afford or are technologically incapable of accessing the system, so even though it is available, they are precluded from using MGI. $\frac{80}{}$ These users suggest each party accessing the database be limited to a set period of time and a set

See Comments of ACTA, p. 13; SWBT, p. 9.

See Comments of MCI, p. 11; Sprint, p. 9; US West, p. 12.

⁸⁰/ See Comments of SWBT, p. 9; TRA, p. 11.

quantity of numbers which can be reserved. Small RespOrgs strongly recommend this option when the 888 SAC is first made available. They are less committed to keeping the safeguard in place once the initial rush is over. Some commenters also suggest a rule that sets aside highly desirable numbers from the remainder of the database and allocates these numbers one at a time.

37. Reservation caps were also proposed by the Commission. Comments varied both as to the need for the cap and on its design. Many commenters support reservation caps arising from the Industry Guidelines for 800 Number Administration. 83/ These guidelines specify 15% of total working numbers as the cap on reservations for each RespOrg. Modifications of these guidelines have been used as a means for stemming exhaustion of the 800 SAC. Cap levels suggested for the period following implementation of the 888 SAC include 15%, 84/ 10%, 85/ 8%85/ and 3%87/. Parties

 $[\]frac{81}{}$ See Comments of LDDS, p. 7.

<u>See</u> Comments of Ameritech, p. 16-17; MFS, p. 8. <u>Contra</u> Comments of MCI, p. 12 (stating that identifying highly desirable numbers would be nearly impossible).

^{83/} See Comments of PacBell, Attachment A.

See, e.g., Comments of Ameritech, p. 26-27; LCI, p. 8; MCI, p. 8; Promoline, p. 5.

See, e.g., Comments of LDDS, p. 12; Telco Planning, p. 5.

<u>See</u> Comments of ATIS, p. 16; AT&T, p. 22-23; Scherers, p. 14.

discussing these plans cite the need to balance between limiting reservations in the belief that over-reserving leads to warehousing and the need to accommodate fluctuations in business by providing flexibility in the number of reservations allowed at any given time. Smaller organizations raise the additional concern that percentages favor larger businesses because they may secure more numbers at any given time. They suggest a flat quantity be set for all users. Bell AirTouch Paging and Arch reject the use of reservation caps, except for those in place for the purpose of delaying the exhaustion of the 800 SAC, as an approach which over-regulates the industry without any data to support the need to do so.

38. A majority of parties commenting on circuit breakers agree with AirTouch Paging and Arch in rejecting their use as being an overly burdensome conservation method. B9/ A majority of those who did support their use, did so only in exhaust circumstances. Finally, the SMS database is not programmed to handle circuit breakers. A system upgrade will take time and could possibly delay

 $[\]frac{87}{}$ (...continued)

 $[\]underline{87}$ See, e.g., Comments of Unitel, p. 3.

^{88/} See Comments of NEXTLINK, p. 5.

See, e.g., Comments of Ameritech, p. 41; Bell Atlantic, p. 11; NYNEX, p. 10; PCIA, p. 7; Sprint, p. 25. Arguments include the fact that multiple systems would have to be upgraded to accommodate the circuit breaker and that RespOrgs would be artificially limited from reserving numbers when no substantive reason exists to do so.

introduction of the 888 SAC -- something the industry cannot afford. If the SAC is introduced before the circuit breakers are in place, the order surge will have passed, thus obviating the need for circuit breakers. The Commission's proposal to apply circuit breakers as a means for regulating individual operator's <u>daily</u> take of numbers was firmly rejected by this majority. The Commission should not, therefore, mandate the use of circuit breakers.

Each of the above proposals addresses concerns that numbers are not being used in the best manner In its comment, AirTouch Paging encouraged the industry to adopt the ICCF guidelines 90 for number The guidelines, operating on a first-comeallocation. first-serve basis, allow numbers to be reserved as needed by RespOrgs and contain measures that prevent a number from sitting idle. This proposal makes the most long-term sense because it is truly need-driven. Reservation caps create artificial limits that fail to take into account the natural peaks and valleys in demand that any RespOrg reasonably encounters. Using the ICCF guidelines meets the concerns of all parties by allowing people to take what they need as determined by rigorous forecasting efforts. Should the RespOrg or subscriber miscalculate their needs, safety valves within the system recapture unused numbers while also

^{90/} ICCF Central Office Code (NNX/NXX) Assignment Guidelines, § 7. (10/26/94 Revision).

making additional numbers available when business uncertainties create unpredictable demand. This plan, in conjunction with rules which impose stiff penalties for abuse, accommodates all industry participants regardless of size or financial strength. It should also have the calming affect needed to curb the instinct to reserve numbers "just in case" a number shortage arises. 21/ Once the new SAC is available and the industry regains its confidence that their demands will be met, the urge to reserve unnecessary numbers will be replaced by rationale ordering. Reservation caps, circuit breakers and any other models which artificially limit number reservation will not be needed. 22/

 $[\]frac{91}{}$ See Comments of USTA, p. 2.

^{92/} See Comments of PCIA, p. 14.

Conclusion

The foregoing premises having been duly considered, AirTouch Paging and Arch respectfully request that the Commission pursue toll free SAC management with due regard for the foregoing reply comments.

Respectfully submitted,

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